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SUBJECT: UNSC LAUDS COUNTER-PIRACY COOPERATION, CALLS FOR  
FOCUS ON ROOT CAUSES

USUN NEW Y 00001067 001.2 OF 003

¶1. (SBU) Summary: On November 18, Special Representative for Somalia Ould-Abdallah briefed the Security Council on the status of the piracy problem off the coast of Somalia, emphasizing that the international community must build regional capacity and address root causes in conjunction with its security strategy. Delegations urged continuing international naval force cooperation, including NATO Operations Allied Protector and Ocean Shield, Combined Task Force 151 and the European Union's Operation Atalanta. Most delegations addressed the need for effective prosecution of pirates, although tactics differed, with some preferring a regional, rather than domestic approach. Somali Permanent Representative Duale urged the Security Council to renew the authorities of UNSCRs 1846 and 1851 and expressed thanks to those that have supported the Transitional Federal Government (TFG) and AMISOM. Sweden noted the EU's plans to extend the Atalanta naval operation through 2010; other non-Council members noted their particular concerns, including hostage-taking and the impact of piracy on tourist revenue.

#### Council Debates Piracy Resolutions

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¶2. (SBU) In his November 18 address to the Security Council, Special Representative of the Secretary-General for Somalia and Head of the United Nations Political Office for Somalia (UNPOS), Ahmed Ould-Abdallah characterized piracy as a sophisticated criminal operation, with outlets in the region and beyond. He welcomed the proposal by the Intergovernmental Authority for Development to establish a blockade of known ports that are supporting piracy. Although naval deployments to the East African region have reduced the number of successful hijackings, Ould-Abdallah emphasized that the international community must create a long-term strategy "complimentary to security," to build regional capacity and address root causes. He described efforts by the UN Office on Drugs and Crime (UNODC) to assist regional states in pirate prosecutions, and highlighted the IMO's capacity building initiatives via the Djibouti Code of Conduct.

¶3. (SBU) Somali Permanent Representative Elmi Ahmed Duale expressed hope that the Security Council would renew the authorities of UNSCRs 1846 and 1851 and stated that he was grateful to those international organizations and States that have supported the Transitional Federal Government (TFG),

including AMISOM and IGAD. Duale announced the TFG's creation of a 1,000 person-strong coastguard, with plans to expand to ten thousand. This force will fight piracy at local levels, and combat illegal fishing, toxic waste dumping and arms and drug smuggling. Duale also urged international support for the TFG to better guard Somalia's ports against piracy.

#### Council Members Speak in Unison

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¶4. (SBU) Delegations unanimously lauded international naval cooperation to prevent piracy and armed robbery off the coast of Somalia, including NATO Operations Allied Protector and Ocean Shield, Combined Task Force 151 and the European Union's Operation Atalanta, and urged continuing and enhanced international coordination. All SC members acknowledged the link between piracy at sea and the root causes on shore and encouraged support for TFG and AMISOM's efforts to stabilize the security situation. Many delegations suggested that the same level of determination focused on fighting pirates at sea be applied to solving land-based problems in Somalia. Delegations also welcomed the work of the Contact Group on Piracy off the Coast of Somalia (CGPCS), the entry into force of the IMO's Djibouti Code of Conduct, and the work of UNPOS, UNODC and the UN Office of the Legal Adviser to build Somali institutions and enhance the judicial capacity of regional states. Most Council members urged the international community to contribute to both the IMO Djibouti Code of Conduct Trust Fund, as well as the CGPCS trust fund. Many delegations paid tribute to Kenya's efforts to prosecute suspected pirates and praised the Seychelles plans to do the same. Libya noted that Somalia's waters should be protected against illegal fishing, and France stated that Atalanta may

USUN NEW Y 00001067 002.2 OF 003

enhance its support to the TFG.

¶5. (SBU) U.S. Alternate Representative for Special Political Affairs Rosemary DiCarlo echoed these sentiments and highlighted issues that are of particular importance in combating piracy, beginning with the renewal of the core counter-piracy authorizations contained within UNSCR's 1846 and 1851. She noted that sharing information and best practices, adopting "no concessions" policies, and encouraging prosecutions are also critical. Ambassador DiCarlo stated that a focus on Somalia's economic development, political stability and humanitarian needs is essential and encouraged efforts to support the TFG in developing security institutions and creating viable livelihoods.

#### Ideas for Cooperation and Prosecution

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¶6. (SBU) The UK said the cooperation of international naval forces was "impressive and unprecedented" and called for intelligence measures to counter the widening range of pirates. China urged expanded maritime escort operations with a clear geographic delineation of responsibility. China noted its November 6 conference in Beijing dedicated to maritime escorts and emphasized its continuing support of international efforts to combat piracy. Sanctions were also mentioned as a tool to combat piracy. France suggested that "pirates and their supporters be sanctioned personally," and Russia stated that it supported the extension of sanctions and comprehensive measures to halt piracy at sea.

¶7. (SBU) Many delegations emphasized the importance of bringing pirates to justice, although specific tactics differed. Turkey noted the importance of exploring all legal options, and called for the establishment of regional mechanisms to support prosecutions. Russia echoed this sentiment, stating that, "greater attention should be paid to prosecutions (within existing human rights standards)." Russia stated that additional mechanisms should be studied,

which could compliment national efforts to prosecute pirates.

Libya recommended that the TFG sign direct agreements with governments in the region to prosecute and carry-out sentences, while France encouraged states to amend domestic legislation in order to try acts of piracy within their own jurisdiction. Several delegations, including Burkina Faso, welcomed the initiatives of Somaliland and Puntland to bring pirates to justice.

#### Non-Council Members Note their Particular Concerns

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18. (SBU) Speaking on behalf of the European Union (EU), Sweden noted the establishment of an efficient coordination mechanism (SHADE) between the multinational, regional and national naval forces operating in the region. Sweden stated the importance of improving dialogue on maritime issues with the local Somali communities, including on illegal fishing and dumping. Sweden welcomed Kenya's significant contribution on detaining and prosecuting pirates and noted the Seychelles agreement to prosecute pirates apprehended by the EU. Sweden noted the EU's plans to extend the Atalanta naval operation through the end of 2010 subject to the extension of the authorities in UNSCR 1846. Finally, Sweden addressed the importance of focusing on the root causes of piracy and its effect on delivery of humanitarian aid, and announced that the EU is considering a possible mission to train TFG security forces.

19. (SBU) Both Ukraine and Philippines noted the risk increased piracy posed to their citizens employed by the shipping industry. Currently 24 Ukrainians are being held hostage by pirates and 120 of the 300 hostages held in the first quarter of 2009 were Filipino. The Philippines has offered assistance to strengthen the capabilities of the Somali Coastguard and has invited a Somali delegation to Manila this month to discuss capacity-building exercises. Spain noted the wider range of pirate activity and stated the importance of increasing protection for humanitarian aid and commercial activity. Spain announced its intention of holding an international conference to focus on a global

USUN NEW Y 00001067 003.2 OF 003

strategy for Somalia.

110. (SBU) The Seychelles gave a dramatic intervention focusing on the country's unique vulnerability to piracy attacks. Seychelles is comprised of 150 islands spread amongst a vast sea territory of 1.4 square kilometers. The country has been forced to divert funds used for economic and social programs to anti-piracy activities. Seychelle's fishermen now fear going to sea and the revenue from fishing has declined by more than fifty percent over the last year. Cruise ships have cancelled trips, lowering tourist revenue, and cargo ships, which Seychelles depends on for eighty percent of its food consumption, are by-passing the area. Seychelles made an urgent plea for financial assistance and to strengthen AMISOM and the TFG, stating that "peace will not return to Seychelles until it returns to Somalia."

111. (U) The following non-Council members spoke during the debate: Norway, Philippines, Seychelles, Spain and Ukraine. Sweden delivered the statement on behalf of the European Union. Note: A transcript of the debate is available on the Security Council section of the UN website, [www.un.org](http://www.un.org), under "Meetings."

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